Land Use

Studies and Coordination

All relevant Washington State, Spokane County, and city of Spokane land use policies, regulations, guidelines, master plans, and planning documents were reviewed. A land use survey was conducted along the Market/Greene, Havana, and I-90 C/D routes, and the Southern and Northern Options.

A survey map was compiled, showing each property located within interchange footprints and potential right of way boundaries. Information on residential use includes type (single family, multi-family, mobile home, etc.), historic potential, property for sale or lease, and any notable features, such as handicapped access. ~~The commercial survey included name and type of business, structure type, historic potential, property for sale, and a hazardous waste observation.~~

Planning directors from Spokane County and the city of Spokane were consulted about route alternatives and potential implications for existing land uses and adopted comprehensive land use plans. See Figures 4-24 through 4-26 for land use maps.

Affected Environment

The Board of County Commissioners adopted the Spokane County 1990 Comprehensive Plan in December 1990. The land use element of the plan attempts to promote compatibility among land uses and serves as a guide for county growth. The circulation element, which includes traffic, mass transit, sewer, and water plans, provides a means of coordinating county programs and services with land use needs and future growth.

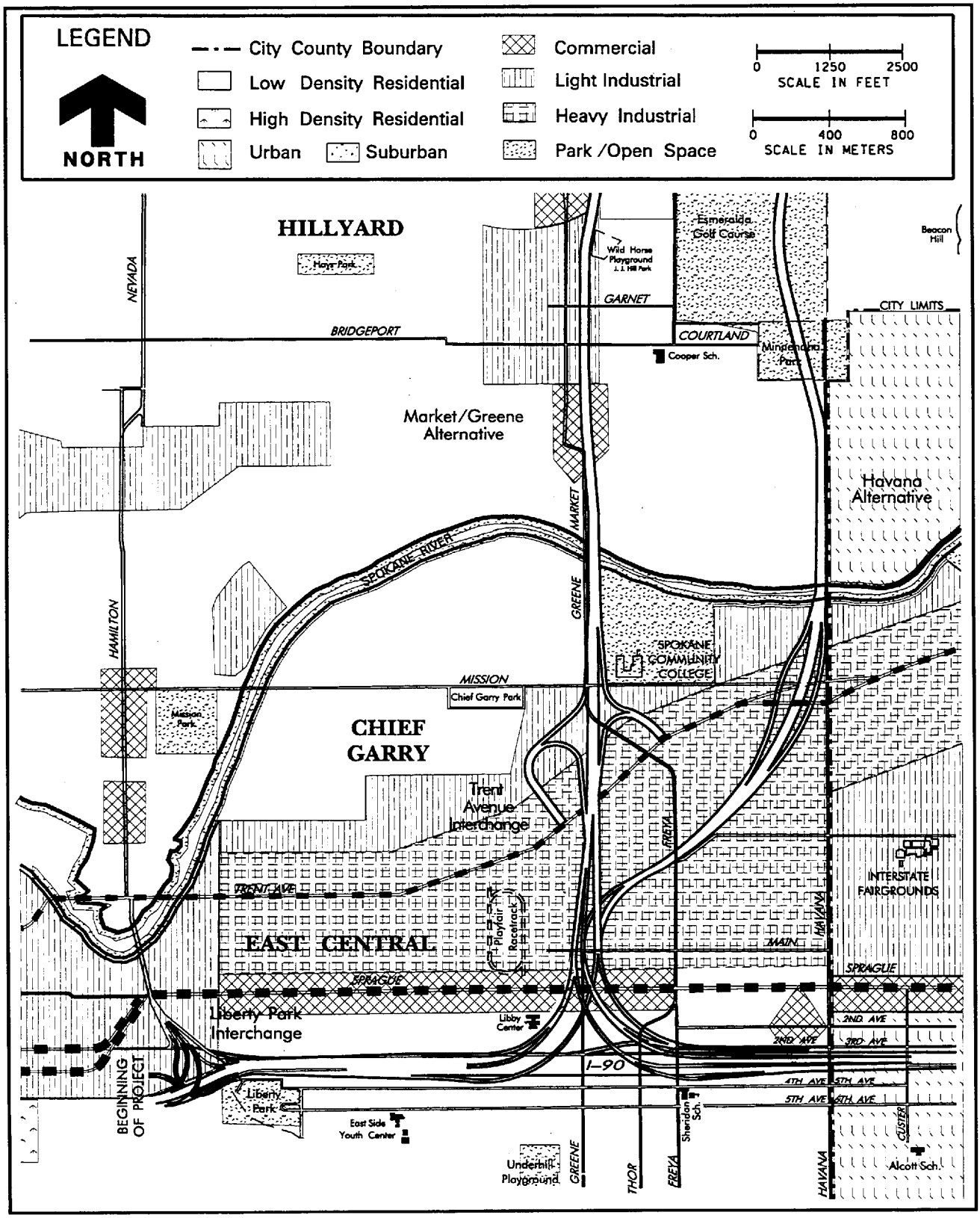
Spokane County's Comprehensive Plan also addresses the need for a north/south controlled access facility. No specific routes were identified; however, the following criteria were recommended in choosing a route:

- Linkage should be provided between I-90 and US 195 and US 395.
- Solutions must be interconnected with solving the north/south to Valley problems.
- Northside traffic solutions should consider connections to the south side of the city and Moran Prairie.

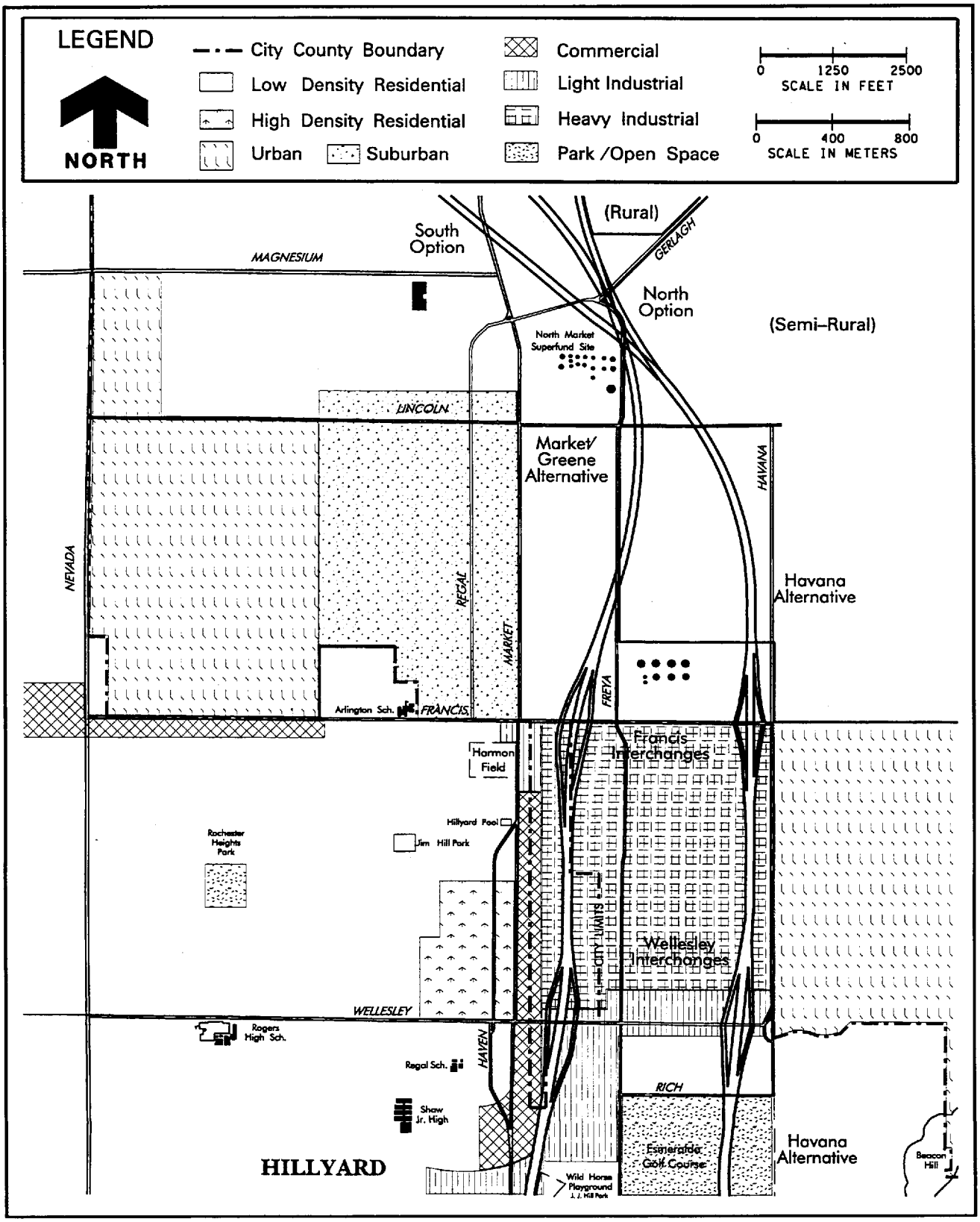
The Spokane City Council adopted a Land Use Plan for the city of Spokane in 1983. Major issues and concerns for the city include:

- How to maintain the central business district
- How to inhibit the continuation of urban sprawl
- How to provide adequate transportation systems without disrupting neighborhoods

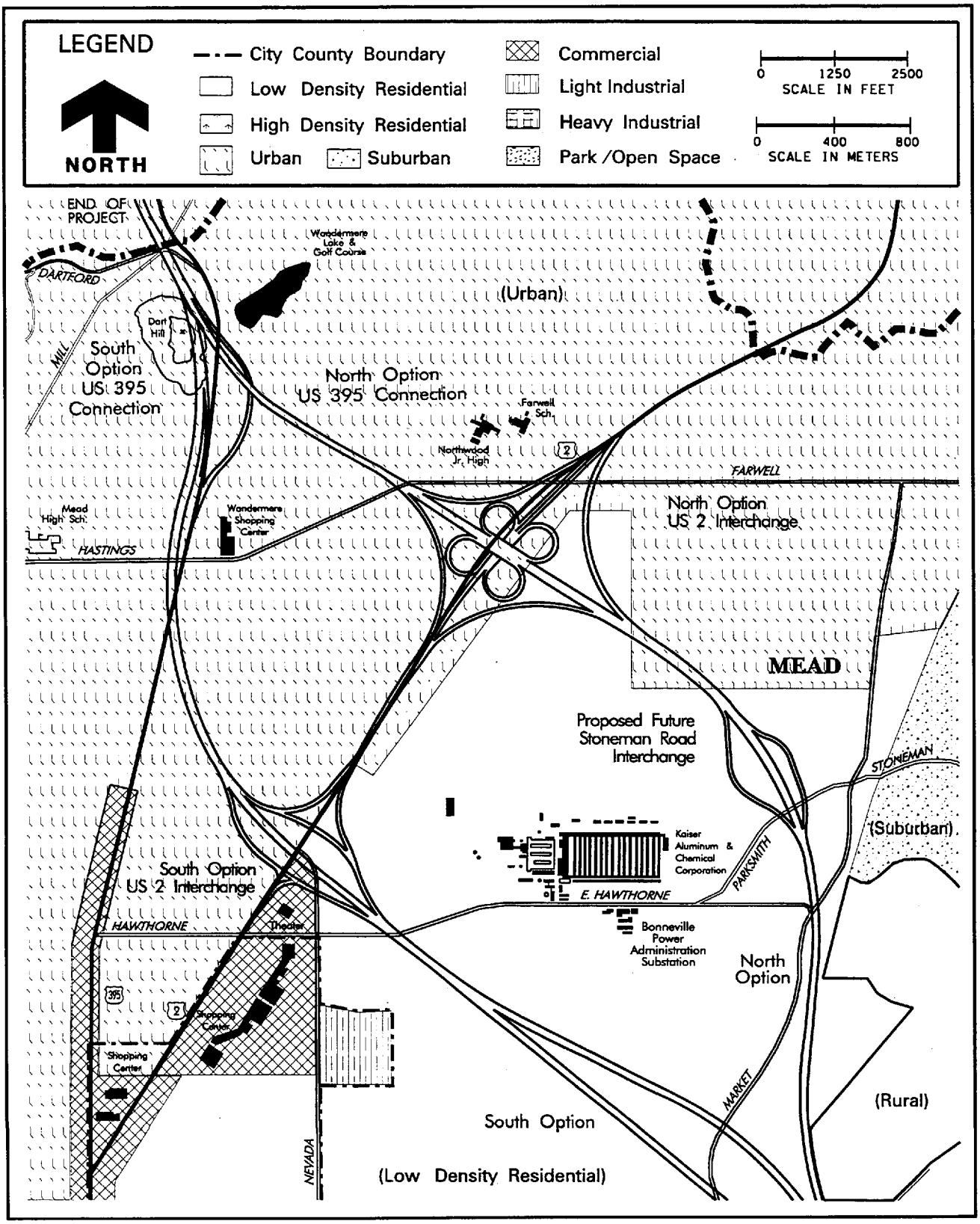
The plan also encourages protection of the natural environment by controlling adverse impacts of growth and development.



Market/Greene (Preferred Alternative) and Havana Alternative General Land Use — Area 1
Figure 4-24



Market/Greene (Preferred Alternative) and Havana Alternative General Land Use — Area 2
Figure 4-25



North Option (Preferred Alternative) and South Option General Land Use — Area 3
Figure 4-26

Arterial Street Plan

The Spokane City Council adopted the city of Spokane Arterial Street Plan in 1986. Its purpose is to address arterial street development over the next 20 to 30 years, and provide protection of the environment and the city's quality of life. The plan includes a controlled access arterial in the Hillyard Railroad route, to be completed in 10 to 20 years. The limited access facility would relieve congestion on Division Street and other north/south arterials. It would also provide easy access to I-90 from the north, prevent the further intrusion of arterial traffic into residential neighborhoods, and relieve neighborhoods of some existing traffic.

Neighborhood Plans - City of Spokane

Spokane's Comprehensive Plan includes a neighborhood planning process. Community task forces, assisted by city staff, develop specific neighborhood land use goals, policies, and maps. Plans address land use, circulation, recreation, and community facilities. The East Central, Chief Garry Park, and Hillyard Neighborhoods have adopted neighborhood plans.

East Central Neighborhood Design Plan

This plan, adopted in 1986, does not specifically address a north/south freeway or I-90 C/D. It does encourage efficient through traffic movement by improving the traffic-carrying capabilities of existing major arterials. The residential goal is to "encourage the development and preservation of quality housing with a mix of unit type, density and cost."

Chief Garry Park Neighborhood Specific Plan

The Spokane City Council approved this plan in January 1991. One transportation goal of this plan is to provide a circulation system that moves traffic efficiently, restricts truck traffic to commercial/industrial areas, and promotes the safety and enjoyment of residents. Policy 3 states, " Support the construction of a North-South freeway along the Freya-Greene corridor."

Hillyard Neighborhood Design Plan

The Spokane City Council adopted this plan in 1985. The plan's circulation element expresses a need for improved north/south access and recommends the Greene Street route. Suggested freeway criteria include below grade construction, heavy planting, sound barriers, adequate connections between east and west Hillyard, and interchanges at Francis and Wellesley Avenues and Illinois/Euclid Avenues. The neighborhood is concerned about maintaining and strengthening existing low density residential areas, while promoting diversity in business and industrial development at appropriate locations.

Zoning

The Spokane County Zoning Code (adopted in October 1985, printed in May 1990) is designed to implement the purpose and intent of the Comprehensive Plan. The county recently updated its zoning map to bring zoning designations into conformance with the Comprehensive Plan. The proposed project routes pass through primarily residential (urban and semi-rural) and industrial zones (see Figures 4-27 through 4-29).

The city of Spokane's zoning code is also a principal means of implementing the Comprehensive Plan. Land use within the city should develop in accordance with existing general and neighborhood plan policies as implemented by the zoning code and map. The proposed project routes pass through primarily single family residential and industrial zones (see Figures 4-27 through 4-29).

Shorelines

The Havana Alternative crosses the Spokane River within the city of Spokane; any portion of the route east of Havana Street on the river's north bank is within the jurisdiction of Spokane County. The Spokane County Shorelines Program, operating under the mandate of the Shoreline Management Act of 1971, stresses the importance of a safe and convenient circulation system that minimizes disruption to the shoreline environment.

The Havana Alternative crosses the river in an area designated as "conservancy," which prohibits intensive use of areas with physical hazards or severe biophysical limitations. New roads are prohibited in conservancy areas except: for access to allowed activities, or for bridge approaches; for scenic roads in state and county parks; and where a routing through the shoreline area is demonstrated to be more desirable than routing through an adjacent land area.

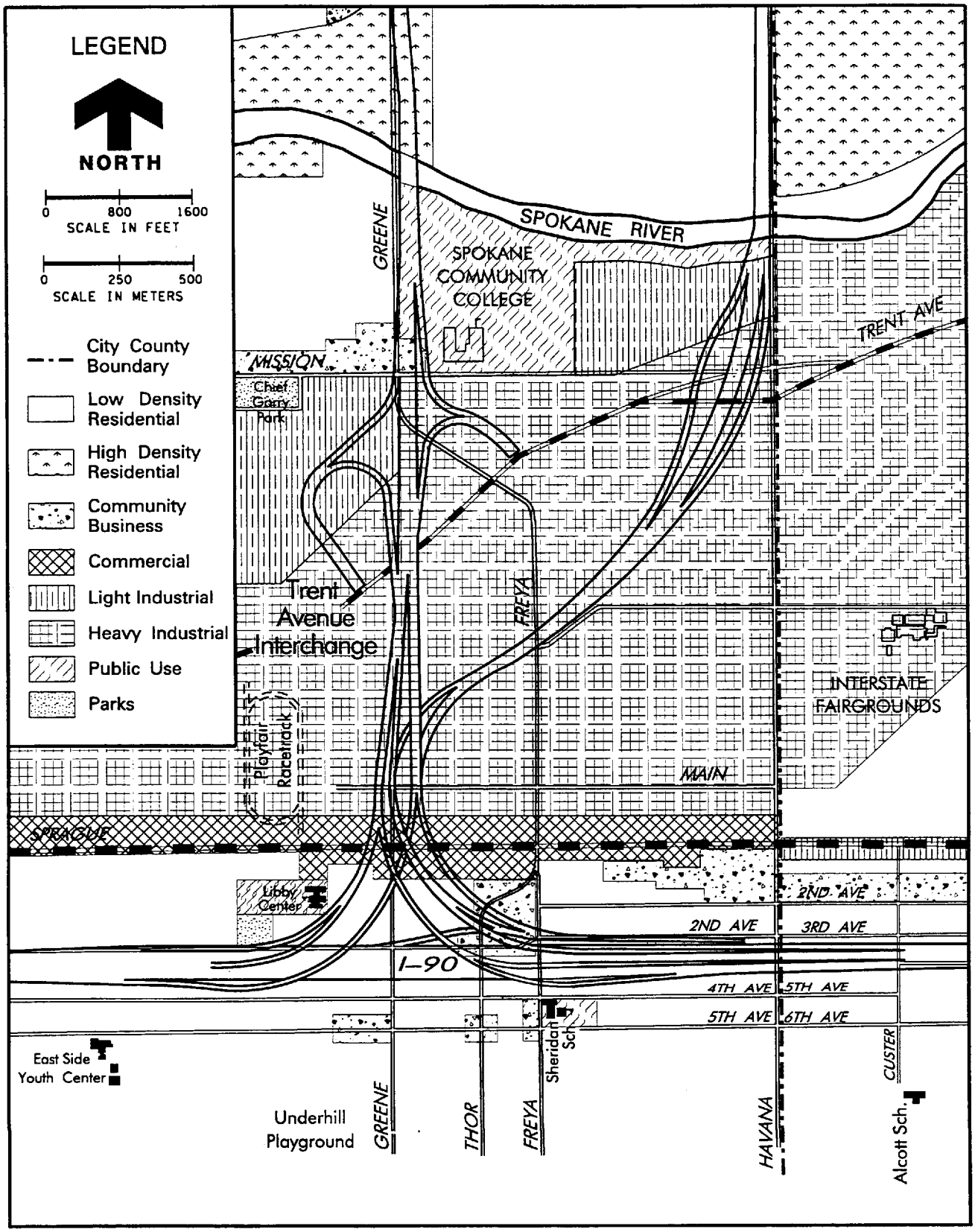
Both the Market/Greene and the Havana Alternatives cross the Spokane River within the city limits. The city of Spokane's Shoreline Master Program, adopted in 1976, regulates development within 61 meters (200 feet) of the ordinary high water mark (determined by city Shoreline Management personnel). Section 13.05, Rivers, Streams and Creeks, addresses bridge construction:

> Additional bridges will be reviewed with the general objective of limiting them to those absolutely essential to the transportation system. All bridge structure shall be designed attractively to fit into the river scene and complement it so as to retain the river's natural unobstructed openness to the greatest extent possible, compatible with public transportation needs.

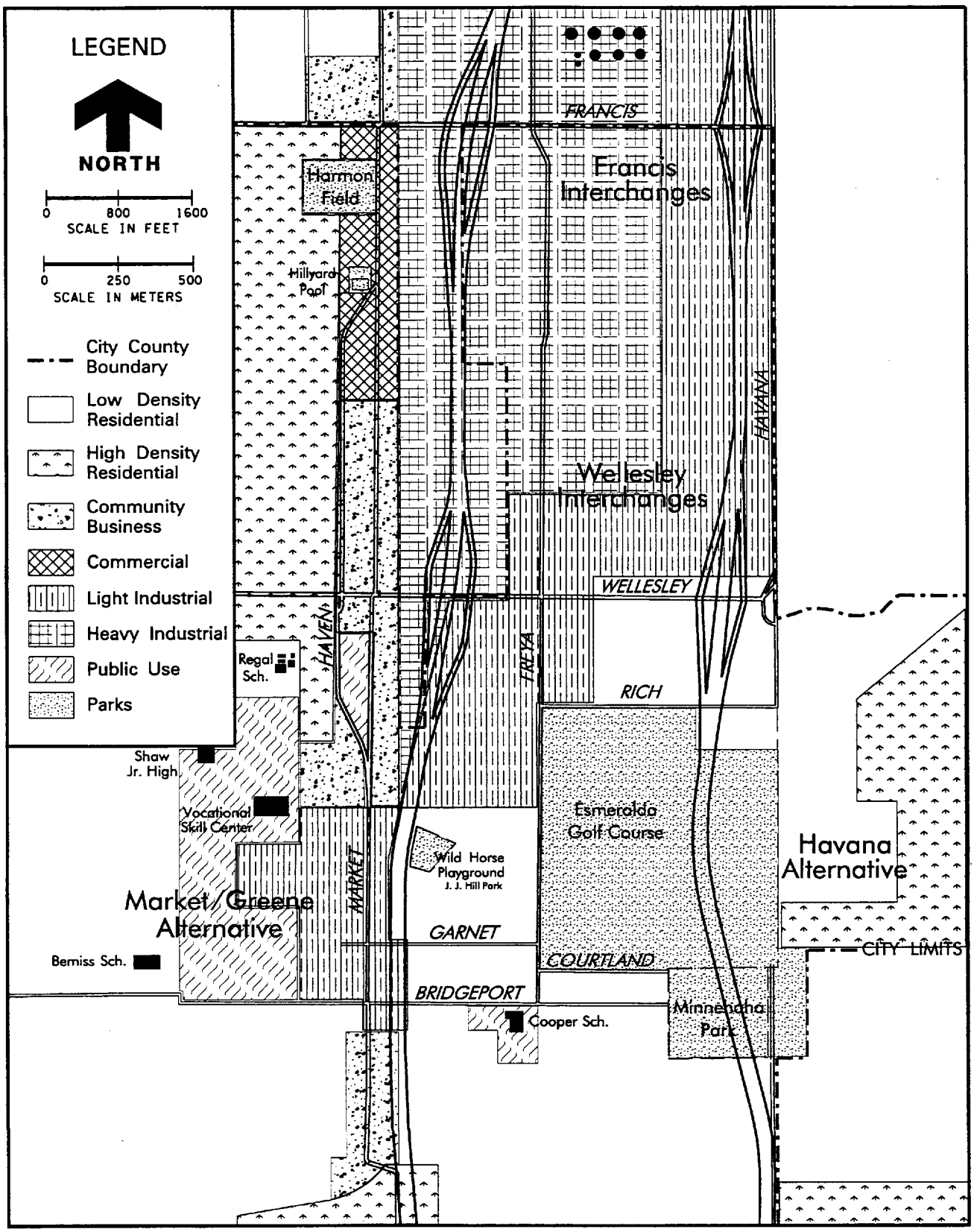
Section 13.19, Roads and Railroads, allows road construction by Conditional Use Permit. Approval is granted only when social, economic, environmental, and engineering studies indicate a shoreline location to be the most feasible. A road in a shoreline area should consider traffic speed, scenic view, viewpoints, pedestrian access, and preservation of natural features.

Recreation

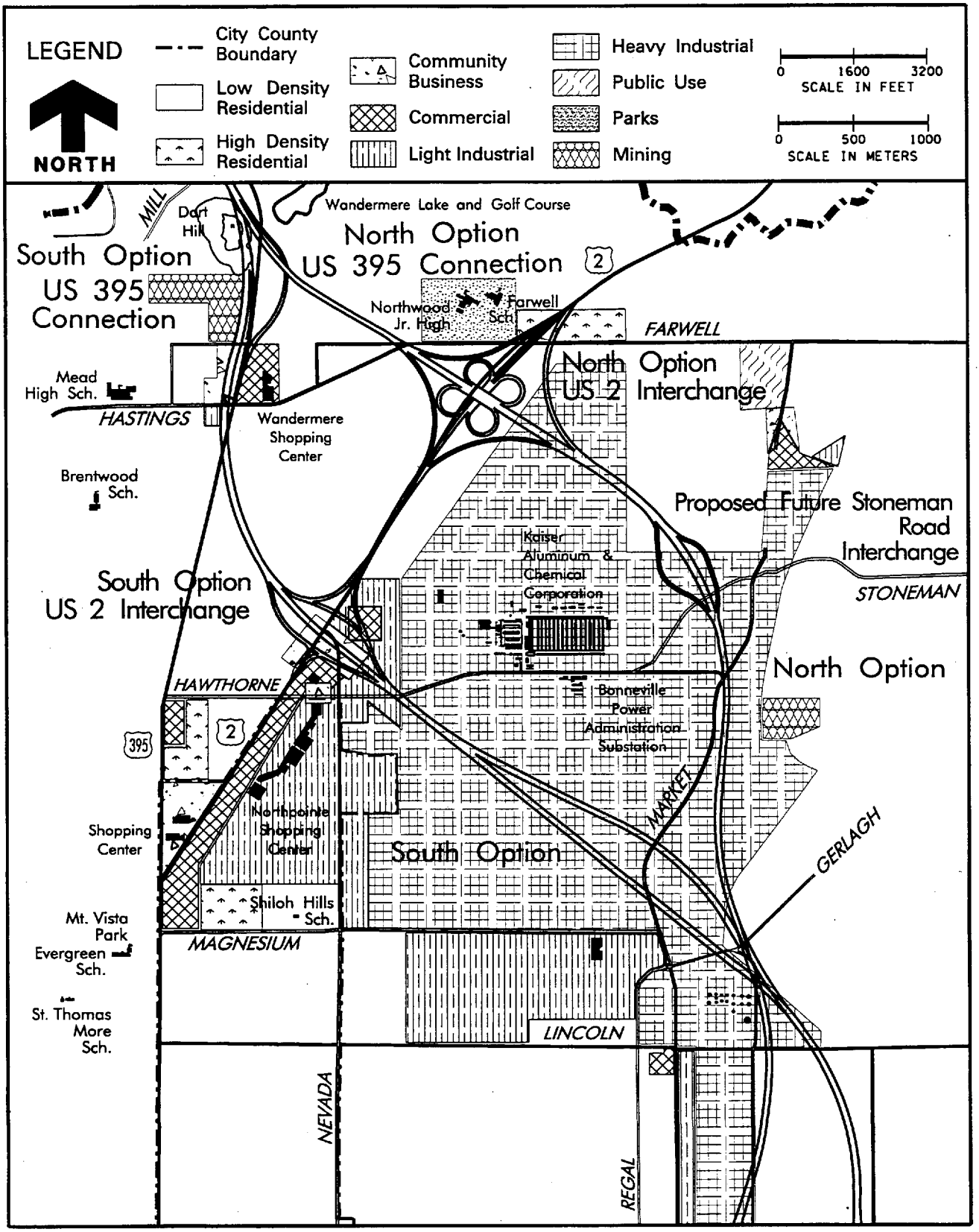
The only county park/recreational facility near any of the project alternatives is Farwell Park, on the north side of Farwell Road between Pittsburg and Crestline Streets, ranging from 45 to 85 meters (150 to 280 feet) north of the North Option interchange with US 2.



Market/Greene (Preferred Alternative) Havana Alternative Zoning — Area 1
Figure 4-27



Market/Greene (Preferred Alternative) Havana Alternative Zoning — Area 2
Figure 4-28



North Option (Preferred Alternative) and South Option Zoning — Area 3
Figure 4-29

City parks along the alternative routes are: J. J. Hill Park/Wildhorse Playground, next to the east side of the Market/Greene route; Minnehaha Park and Esmeralda Golf Course, crossed by the Havana route; and Your Place Park, crossed by the I-90 C/D route.

For further information, see the Recreation section of this chapter.

Impacts

(For discussion of construction activity impacts, see the Construction Activity Impacts section of this EIS.)

Each "build" alternative is relatively equal in conforming to the local agency/neighborhood planning documents described above under "Affected Environment." The objectives identified in each plan for addressing the transportation needs are satisfied with few exceptions. Examples follow (see Chapter 2 of this document for further specifics on how the NSF conforms to existing planning documents):

- System linkage is provided between such key facilities as US 2, US 395, and I-90.
- The construction of the NSF helps with the exchange of traffic between the projected major growth areas of Spokane Valley and North Spokane.
- The design process for the NSF alternatives has considered direct connections to the south of Spokane. However, WSDOT and city and county planners have decided not to connect directly to the South Hill. The related community impacts are too great to warrant such a consideration. Improvements such as the south loop of the county's future "Beltway/Loop Arterial" would help serve part of this need.
- The location of the "build" alternatives helps restrain urban sprawl by providing improved access to existing undeveloped areas near the Central Business District. The NSF will help encourage further fill-in in the undeveloped areas. The best example is the industrial area east of Hillyard.
- Construction of the NSF will impact neighborhoods. Disruption is a side effect of constructing transportation facilities in an urban setting. See the "Relocation" section of this chapter for further specifics.

• The following addresses the use, zoning, and amount of land that would be taken for construction of the proposed project. Acreage includes the land within the right of way and the remnants of parcels outside the right of way. The assumption used in determining totals is that a total take is assumed if the buildings on the parcel are crossed, access is severely restricted, or parcels are rendered unusable. It is expected that most parcel remnants could be aggregated or sold individually upon project completion. Existing rights of way, such as city, state, or county roadway right of way, are included in the totals of area taken. The exception is the I-90 C/D and interchange, where existing right of way was deducted. The consequence of using this approach is that the analysis probably overstates the amount of land that will be used to construct the proposed project. See Table 4-25 for a summary of the estimated amount of land required for each route.

According to the Spokane County Comprehensive Plan, the urban land use designation is intended to promote a city-like environment, which includes a variety of land uses such as intensive residential, neighborhood commercial, light industrial, and public and recreational facilities.

General commercial areas are designed to provide for a variety of commercial uses, including retail, wholesale, and office establishment.

The industrial designation is intended to provide the opportunity for industrial development and to reserve land for industrial purposes. Residential uses are not planned for in industrial areas; however, there may be some preexisting units in the designated area. Industry is divided into light and heavy, depending upon the degree of potentially harmful impact on the human environment. Heavy industries are to be separated from residential and other land uses that cannot tolerate such impacts.

Route		Total Land Required Hectares (Acres)	Length Kilometers (Miles)
Market/Greene	156 hectares (385 acres) Plus	351 (867)	15.9 (9.9)
North Option	195 hectares (482 acres)		
Market Greene	156 hectares (385 acres) Plus	316 (780)	16.0 (10.0)
South Option	160 hectares (395 acres)		
Havana	154 hectares (380 acres) Plus	354 (874)	16.4 (10.2)
North Option	200 hectares (494 acres)		
Havana —	154 hectares (380 acres) Plus	303 (747)	16.7 (10.4)
South Option	149 hectares (367 acres)		
I-90 C/D		40 (99)	4.7 (2.9)

Total Estimated Amount of Land Required
Table 4-25

The low-density residential land use designation within the city limits is intended to support a variety of one- and two-family structures. Neighborhood supporting uses, such as schools, churches, and parks, are permitted.

Right of Way Acquisition

Market/Greene Alternative (Preferred Alternative)

This alternative, with interchange footprints, requires approximately 156 hectares (385 acres) of land. From I-90 to Lincoln Road, the route is about 8.5 kilometers (5.3 miles) long, with right of way ranging from 60 to 150 meters (200 to 500 feet) wide. The most consumptive portion of the route is the interchange with I-90, considered as the segment between I-90 and Main Avenue. Other potential interchanges would be at Trent Avenue, Wellesley Avenue, and Francis Avenue. The total land required includes land taken by resultant rail and street realignments. (The BNRR tracks would be shifted to the west, between Marietta and Rich Avenues. Greene Street between Carlisle and Marietta Avenues may be realigned to the west in conjunction with reconfiguring the BNRR bridge.)

Of the total land required, approximately 51 hectares (126 acres) are zoned residential, primarily low density (R-1, R-2) with some medium density (R-3); 6 hectares (14 acres) are zoned commercial (C-1); and 99 hectares (245 acres) are zoned industrial (M-2, M-3). The industrial zone includes approximately 7 hectares (17 acres) of public land along the western edge of Spokane Community College (SCC), consisting of the former Spokane Fire Station No. 8, a parking lot and main entrance, and an administration building.

Market/Greene (Preferred Alternative) North Option

This option between Lincoln Road and US 395, with associated interchange footprints at Stoneman Road, US 2, and US 395, requires approximately 195 hectares (482 acres) of land. The route is about 7.4 kilometers (4.6 miles) long, with right of way ranging from 60 to 150 meters (200 to 500 feet) wide.

Of the total land required for construction, 88 hectares (218 acres) are zoned residential (SRR-5, US-3.5, and UR-22); 85 hectares (210 acres) are zoned industrial (I-2, I-3); 6 hectares (14 acres) are zoned commercial (B-1); 14.5 hectares (36 acres) are zoned general agriculture (GA); and 1.5 hectares (4 acres) are zoned for mining (MZ).

Market/Greene — South Option

This option between Lincoln Road and US 395, with associated interchange footprints at US 2 and US 395, requires approximately 160 hectares (395 acres) of land. The route is about 7.6 kilometers (4.7 miles) long, with right of way ranging from 60to 150 meters (200 to 500 feet) wide.

Of the total land required for construction, 56 hectares (139 acres) are zoned residential (UR 3.5, UR-22); 23 hectares (57 acres) are zoned business (B-1, B-2, B-3); 51 hectares (127 acres) are zoned industrial (I-2, I-3); 25 hectares (60 acres) are zoned agriculture (GA); and 5 hectares (12 acres) are zoned for mining (MZ). Industrially zoned land includes 11 hectares (27 acres) of U.S. Department of Energy BPA Bell substation property.

Havana Alternative

This alternative, with interchange footprints, requires approximately 154 hectares (380 acres) of land. From I-90 to Lincoln Road, the route is about 8.9 kilometers (5.5 miles) long, with right of way ranging from 60 to 150 meters (200 to 500 feet) wide. As with the Market/Greene Alternative, the I-90 interchange would consume the most land area. Other potential interchanges would be at Mission/Trent Avenues, Wellesley Avenue, and Francis Avenue.

Of the total land required, 61 hectares (151 acres) are zoned residential (R-1, R-2, R-3, SRR-5, RS, UR-3.5, UR-22); 4 hectares (9.5 acres) are zoned commercial (B-1, C-1, RO); and 89 hectares (219 acres) are zoned industrial (M-1, M-1 IL, M-2, M-3, I-2). Included in the residential total are 12 hectares (29 acres) of public lands involving Minnehaha Park and Esmeralda Golf Course.

Havana — North Option

This option between Lincoln Road and US 395, with associated interchange footprints at Stoneman Road, US 2, and US 395, requires approximately 200

hectares (494 acres) of land. The route is about 7.6 kilometers (4.7 miles) long, with right of way ranging from 60 to 150 meters (200 to 500 feet) wide.

Of the total land required for construction, 95 hectares (237 acres) are zoned residential (SRR-5, UR-3.5, and UR-22); 80 hectares (197 acres) are zoned industrial (I-2, I-3); 6 hectares (14 acres) are zoned commercial (B-1); 17 hectares (42 acres) are zoned general agriculture (GA); and 2 hectares (4 acres) are zoned for mining (MZ).

Havana — South Option

This option between Lincoln Road and US 395, with associated interchange footprints at US 2 and US 395, requires approximately 149 hectares (367 acres) of land. The route is about 7.6 kilometers (4.75 miles) long, with right of way ranging from 60 to 150 meters (200 to 500 feet) wide.

Of the total land required for construction, 62 hectares (154 acres) are zoned residential (SRR-5, UR-3.5, UR-22); 24 hectares (57 acres) are zoned business (B-1, B-2, B-3); 58 hectares (144 acres) are zoned industrial (I-2, I-3); and 5 hectares (12 acres) are zoned for mining (MZ). Industrially zoned land includes 11 hectares (27 acres) of U.S. Department of Energy BPA Bell substation property.

I-90 Collector/Distributor (C/D) System (part of the Preferred Alternative)

The I-90 C/D is 4.7 kilometers (2.9 miles) long; 3.2 kilometers (2 miles) are within the city limits and 1.5 kilometers (0.9 mile) are in the county. The I-90 C/D requires approximately 40 hectares (99 acres) of land. Of the total land required within the city, 11 hectares (27 acres) (north) and 17 hectares (41 acres) (south) are zoned residential (R-1, R-2, R-3), and 0.8 hectares (2 acres) (south) are zoned business (B-1, B-2). Of the total land required within the county, 7 hectares (17 acres) (north) and 6 hectares (14 acres) (south) are zoned residential, and 0.08 hectare (0.2 acre) is zoned business (B-2).

No-Build Alternative

If the project is not built, no land within the project area would need to be acquired. Over time, land use could change due to business expansion, multi-family development, and other community-growth factors. Such changes would have the greatest potential to displace single family housing in the East Central and Hillyard Neighborhoods.

Potential for Joint or Multiple Use

Potential multiple uses could include recreational trails along right of way edges, high capacity transit lanes (or rail beds), and use of land beneath elevated sections by adjacent property owners or businesses. Any joint or multiple right of way uses would have to be coordinated between WSDOT, other interested agencies, and property owners.

Land Use Changes Caused by Noise, Air, Water, and Visual Quality

Market/Greene Alternative (Preferred Alternative)

The I-90 freeway already creates a lineal barrier across the East Central Neighborhood and is a source of noise. Its visual impact varies, depending on its relationship to street grade; it is recessed in the Greene Street area. The Garry Park Neighborhood and the Hillyard Neighborhood between Mission and Garland Avenues are presently subject to noise, air, and visual impacts associated with heavy automobile and truck traffic along Greene Street, and, to a lesser degree, Market Street. The Hillyard Neighborhood is also subjected to the barrier and noise created by the Burlington Northern right of way that bounds the neighborhood between Cleveland and Garland Avenues.

In the East Central neighborhood, the new freeway would create an additional source of noise, atmospheric contaminants, and possible visual intrusion. It is not expected that noise and air quality impacts would result in land use changes; however, removing approximately 10-1/2 blocks of single family housing on the north side of I-90 for the I-90 interchange would further isolate the portion of neighborhood east of Freya Street. This combination of factors could make this area less desirable for single family housing and create pressure for plan and zoning changes to commercial use.

Market/Greene (Preferred Alternative) — North Option

Except for the single family neighborhoods between US 2 and US 395, the land through which this route crosses is zoned for industrial use. The residential areas have a strong suburban character, with native trees and natural terrain providing buffers from the major highways. While new noise sources would be a greater intrusion than in the more intensively developed areas, they are not expected to cause land use changes. The visual impact of the project would be substantial for nearby residents, but would diminish with distance. Air quality impacts are not expected to be substantial.

Since this area is largely undeveloped, the presence of the freeway may create pressure for more intensive use, and this factor, rather than any increased noise, decreased air quality, or visual intrusion, may have a greater effect on land use.

Market/Greene — South Option

The impacts discussed under the North Option also apply along the southern route. Residential density between US 2 and US 395 is greater than in the neighborhoods affected by the Northern Option, and noise impacts may therefore be less noticeable.

Havana Alternative

This route begins at the same point on I-90 and affects the East Central neighborhood in the same way as the Market/Greene route. The new highway would be an intrusion, but is not expected to cause a change in land uses in the residential area north of the river.

The excavation necessary to cross the Beacon Hill slopes would have aesthetic impacts on Minnehaha Park and Esmeralda Golf Course. Minnehaha Park would be physically split by a bridge. The long-term effect of the project would be to create a

visual boundary along the east side of Esmeralda Golf Course, and an aesthetic barrier between the divided sections of Minnehaha Park..

The area north of Esmeralda Golf Course is in low density residential use. The area west of Havana Street and north of Wellesley Avenue is zoned for industrial use to Lyons Avenue, but is actually mixed residential and industrial use with numerous vacant parcels. The area east of Havana Street is zoned urban density residential to Francis Avenue and semi-rural north beyond Lincoln Road. No land use changes are expected from noise, air, or visual quality impacts.

Increased accessibility to the Hillyard area, coupled with water and sewer availability, may increase pressure to change the current semi-rural and agricultural zoning to urban-density single family.

I-90 Collector/Distributor (C/D) System (part of the Preferred Alternative)

The neighborhood character along the C/D corridor has already been considerably influenced by the noise, air quality, and aesthetic impacts of I-90. The northern portion of the neighborhood is isolated from the southern portion and consists of a one- to two-block-wide strip bracketed by the Sprague Avenue business corridor and I-90. The project would further narrow the neighborhood strip north of I-90 and shift vehicular-related air and noise impacts into areas not now exposed to them. While these impacts themselves would not cause land use changes, in the area north of I-90 they would add to other influences that could adversely affect neighborhood stability and quality.

No-Build Alternative

Traffic along the Market/Greene corridor would continue to grow, with accompanying increases in motor vehicle emissions and noise levels. Air quality emissions levels could increase, due to stop-and-go traffic. However, it is not expected that these differences would affect land use patterns.

Mitigation

~~Mitigation will be determined following final detailed designation of right if way and freeway design. Working within a route segment might result in specific alignment or design solution that the current design level cannot ascertain. For example, crossing.~~ Crossing the SCC campus will take land area now used for parking. The design will include an elevated structure in this area allowing the space below to be used for activities such as parking or storage. ~~As the final design is developed and location of such things as bridge columns are determined, it may also be possible to bridge some buildings.~~ Design will be developed to bridge buildings whenever feasible and prudent. This approach would also apply to the industrial area between Sprague and Mission Avenues~~; elevating~~. Elevating the structure so the area below can be used will help reduce impacts to properties and possibly prevent some displacement.

Design features such as landscaping and earth works will reduce the mass of the structure and its aesthetic impacts and will be considered in areas such as residential neighborhoods and parks (see the Visual Quality section of this EIS for details).~~ The right-of-way along I-90 will be considered for development of a trail and mini- park system, where practical, that will help re-link neighborhood areas and the neighborhood itself with other City-wide recreational facilities. Crossings to link~~

~~activity centers and sections of divided neighborhoods would be provided at appropriate locations.~~

The owners of land identified for right of way acquisition will be compensated at fair market value in accordance with the Uniform Relocation Assistance and Real Property Acquisition Act of 1970, as amended. (See the Relocation section of this chapter for details.)

Social Elements

Studies and Coordination

Community Cohesion

A land use survey verified land uses, characterized the population, and identified specific issue and impact areas. The survey also considered local street and arterial patterns that serve residential neighborhoods, public service providers, and businesses to assess impacts to traffic circulation and access. The following sources were consulted: 1980 and 1990 U.S. Census data; Spokane Association of Realtors residential sales reports; city of Spokane Community Development Department, and Northwest Regional Facilitators; Habitat for Humanity; the Department of Housing and Urban Development; the Spokane Housing Authority; the Spokane Low Income Housing Consortium; several social service agencies; and neighborhood plans for Hillyard, Chief Spokane Garry, and East Central Neighborhoods.

Spokane Transit Authority (STA) provided information on transit dependent residents. The Northeast Community Center and the East Central Community Center identified issues and areas of concern.

Recreation

The city of Spokane's Park and Open Spaces Plan and Bikeways Plan, Spokane County's Parks and Recreation Plan, and the Spokane Regional Pedestrian/Bikeway Plan (draft) were reviewed; a land use survey was conducted; and representatives of the respective parks departments, Mead and Spokane School Districts, "Friends of the Trail" (Centennial Trail), and the State Parks Trail Coordinator were interviewed.

A meeting with the city of Spokane Parks and Recreation Department was held in March 1993 to discuss impacts on city park properties. ~~They voiced no special concerns at the meeting and are willing to work with WSDOT in resolving the issues that are evident as the project develops into final design and specific right-of-way needs are identified.~~ City Parks and Recreation representatives voiced concerns at the meeting, and are willing to work with WSDOT in resolving issues. Most of the concerns dealt with the Havana Option and its effects on Esmeralda Golf Course and Minnehaha Park. The Market/Greene North route is now the preferred option. Coordination with the City of Spokane Parks has continued since publication of the DEIS and has recently focused on mitigation necessary for construction and operation of the facility along the preferred alternative alignment. Appendix L contains the Parks Board and Staff written responses to the DEIS. The commitment file, made a part of the summary of this FEIS, (see Vol. I), contains the mitigative measures agreed upon between WSDOT and the Parks Department. Coordination with Parks in an effort to protect 4 (f) properties will continue during operation of the NSF.